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ABSTRACT

The intent of this paper is to discuss the principal issues and interacting factors of basic importance in the planning and development of university programs to prepare bilingual teaching professionals. After a brief discussion of two approaches in planning and designing new teacher preparation programs, the "redo" method and the needs-assessment method, a detailed presentation is made of a role-derived alternative, including a "three-dimensional profile" of an ideal teacher in a teacher organized center for multicultural education. The type of program that can produce such an ideal teacher is seen as one that closely articulates formal instruction and training activities with on-site field and student teaching experiences: the on-site training needs to be the joint responsibility of the school district, the target community, and the university. Crucial subcomponents are listed: an emphasis on oral language assessment techniques, bilingual multicultural instructional methodologies, analysis techniques for evaluating standard testing instruments, and applied psycholinguistic theories of bilingual education. Successful management of reform and change to institutionalize bilingual programs in school districts and universities is discussed in detail. (AN)

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INSTITUTIONALIZING BILINGUAL EDUCATION IN COLLEGES OF EDUCATION

BY

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Paper presented at the American Educational Research Association Annual Meeting held April 7-11, 1980 in Boston, Massachusetts.

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Institutionalizing Bilingual Education in Colleges

of Education

by

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Jim Banks, a couple of years ago in the Kappan, made a most insightful observation which I believe gets quickly to the core of what is so crucial about institutionalization issues as relates to Bilingual Education imperatives in Teacher Education. He points out that:

> There has been little calm and serious public debate concerning multi-ethnic education among educators. Why? There is certainly no lack of divergent beliefs, assumptions, and ideologies about the role of ethnicity in the formal educational process. The answer lies, I believe, in the very explosiveness of the topic. The ethnic studies movement was born in the midst of a highly politicized and racially tense period. Scholars and educators have allowed strong emotions to overwhelm them in discussions of ethnicity and schooling.[1]

Banks goes on to discuss the importance of multi-ethnic education as a means to provide all students with viable cultural and ethnic alternatives geared to modern day America.

> Too frequently, the school focuses primarily on the cultures of Anglo-Americans and deal superficially with other cultures and values in our society. Consequently, the student is denied knowledge about black spirituals, for example, or Jewish literature, or Chicano values. These components of ethnic cultures can provide students with alternative ways of behaving, perceiving, and experiencing.[2]

Professor Banks concludes his short but excellent essay by rejecting rather emphatically the contentions of Freedman and others who urge caution and express alarm about possible divisiveness. On the contrary, as Banks so accurately notes, the issues of race which divide are there and will continue to polarize

us unless redirective steps are taken. Rather than caution, what is needed is decisive action. He concludes by reminding us that:

> In the past, 'caution' has too often meant inaction and perpetuation of the status quo. The most effective way to prevent further racial and ethnic polarization in our society is not by caution and inaction but by positive, aggressive, but reflective action that will enable currently excluded ethnic and racial groups to participate more fully in our social, economic, and political institutions. When ethnic groups attain this goal, they will no longer talk about deprivation and alienation; they will focus on national cohesion and mutual interests.[3]

And incidentally, as we move on this imperative, let's not be misled as to the stakes involved and in whose best interests we're acting. As I have noted elsewhere:

> . . . The demands by minorities to make this country own up to the rhetoric of 'America the land of liberty and equal opportunity for all' needs to be encouraged and supported not primarily for the 'sake' of the blacks, the browns, the reds and the yellows, but for all our citizenry. . . .because it is right and just, but equally as important, perhaps because the survival of America in the future. . . . in this predominantly non-white international world of ours. . . . might just depend upon how well we redress past inequities.[4]

My presentation today focuses on the implications of that imperative in organizing programs which purport to promote culturally pluralistic ideals and how Bilingual Education is a powerful means to achieve that goal in American Education. More specifically, my intent in this paper is to discuss the principal reform issues, and the interacting factors which are key in the planning and development of university programs to prepare bilingual teaching professionals.

Several questions are of central concern in this analysis. What are the major reform issues involved? What organizational problems are connected with those issues? Which are the principal obstacles? What are we trying to change? And what are we trying to change toward? What about the change process?

Is any particular change model best in planning and effecting reforms in this area? How and where to begin? The principal issues inherent in these questions can be reframed around three types of interacting system factors. First, are those aspects involved in analyzing and understanding the characteristics of the proposed reforms. Secondly, assessing the organizational setting is equally as important. And finally, the careful examination of the basic nature of the change process in selecting appropriate change strategies is essential. (See Figure 1)

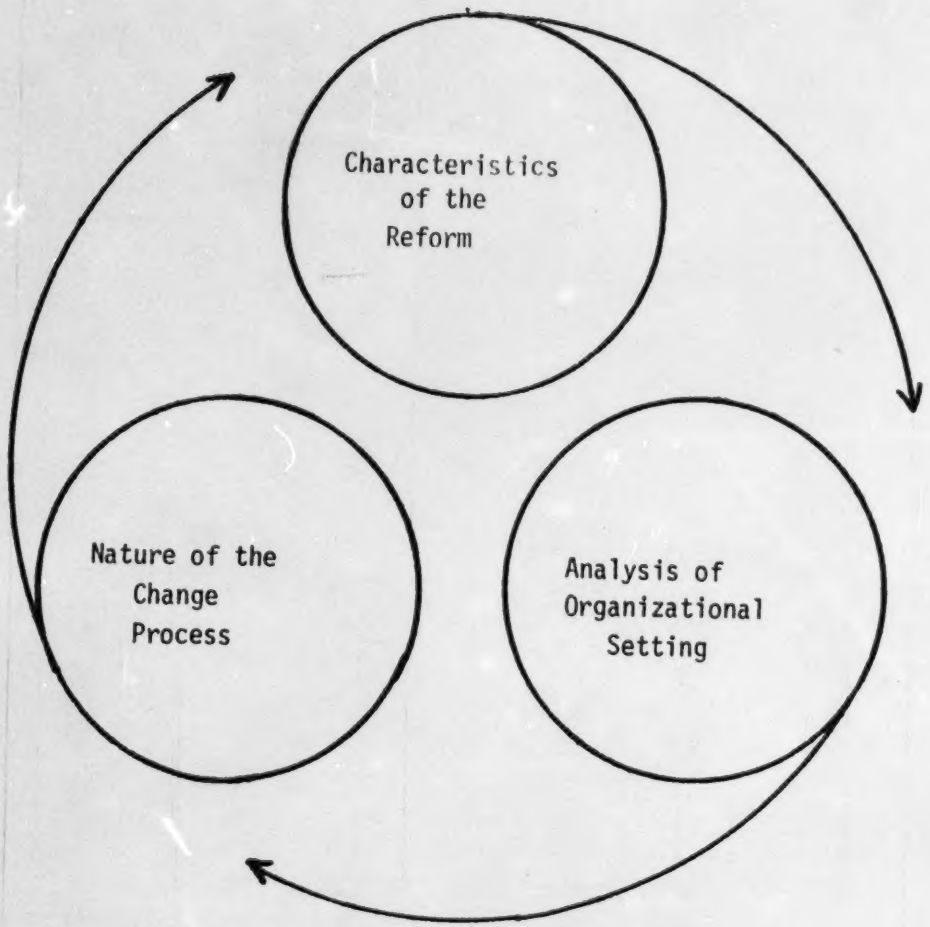
THE NATURE OF THE PROPOSED REFORMS

Teacher educators typically have followed three approaches in planning and designing new teacher preparation programs: (1) the simple "redo" method, (2) a needs-assessment based approach, or (3) a role-derived approach.

The "redo" approach would hardly be worth mentioning if it were not that it may be the most prevalent. Existing courses are simply repackaged and though sometimes dressed up complete with transplants from other more renowned programs, remain redone packages. Often of late, many tend toward superficial packages replete with behavioralized objectives and CBTE jargon. The principal deficiency in this approach is that old value assumptions upon which these programs are based remain unexamined. Most fail to examine undergirding assumptions of traditional programs and thus are in a poor position to respond effectively to the specialized problems of ethnolinguistic students.

The needs assessment approach usually begins with some form of school district needs assessment. The focus here is on determining the characteristics of the target student in school and the delineation of those needs. Once defined, the idea is to work back from there to determine the type of teacher needed. The tasks of course and program development, resource allocations,

Figure 1 - The Key Interactive Factors Involved in Effecting Changes in Teacher Education Programs.



and management of program are derived from the initial assessment of student needs.

Although the basic rationale of the needs assessment approach is sound, the reality is that most programs which have followed this approach suffer from being overly compensatory in design. The negative consequence of compensatory education have been well researched so there is no need to discuss them in depth here.[5] The important point is that approaches which define the "problem" of educating bilingual youngsters in terms of cultural and/or linguistic deficiencies are doomed to failure.

Thus, the needs assessment approach has not been more successful simply because teacher educators have insisted on employing outmoded conceptual tools in analyzing minority client needs. Rather than looking to recent, more pluralistic concepts and research, most have insisted on employing the traditional notions and frameworks -- i.e., fashioning reform strategies to produce new programs. They have refused to accept that it really isn't just a matter of putting "old educational wine in new bottles" in striving for programs which are truly responsive to the needs of ethnolinguistic kids.

The role derived approach begins with a delineation of the roles which effective teachers of minority youngsters need to play. The idea is to reach consensus regarding what skills and expertise are required of the successful teacher of bilingual minority children and work back from there to define the tasks of program design, field experiences, resource allocations, and management of program. In implementing this approach, the critically important tasks revolve around the definitions of the bilingual teacher role(s) as regards: (a) the teacher as community liaison role, (b) the teacher as ethnic model role, (c) the teacher as master teacher role, (d) the teacher as bilingual and multicultural education specialist role, and (e) the teacher as change agent

role. Only after these starting points are defined and settled can the university be ready to shape and operationalize the training program which will produce such teachers.

Although the efforts by teacher educators to develop various models can be fairly neatly categorized along these three different approaches, I hasten to add that in reality the lines are not that distinct and clear.

A. The Role-Derived Alternative

A role derived approach which weighs carefully, in a non-compensatory manner, the implications of bilingual minority student needs, I believe, offers the soundest basis for fashioning truly responsive programs. A necessary overarching commitment has to be toward promoting educational programs which give equal status and prestige to both ethnic minority, as well as majority group cultural heritages, and histories. This requires involving universities and schools in the development of reforms of school district curricula based on culturally pluralistic ideals. The same is true for school communications and co-curricular activities. Teacher educators involved in such activist efforts ideally need to be technical experts in Bilingual/Multicultural education in addition to being competent teacher education specialists.

By actively becoming involved in reforms along these lines, teacher education programs can be enabled to become more dynamic. The course syllabi may not be as neat and the readings may have to shift continuously (some from day to day); however, the benefits far exceed such minor inconveniences. And it is not true that such an emphasis leads to a "watered down" program.

True to the role-derived approach, the first step in presenting an alternative which hopefully can prove more functional is to define the role(s) of the teacher. Or said differently, what we need to do is to operationalize

the question, what does an ideal teacher for this type of program look like? Figure 2 presents one three-dimensional profile of such an ideal teacher.

It outlines rather clearly the priority areas of expertise required. The teacher must possess demonstrable skills and have proper attitudes along each of the personal, professional, and community orientation dimensions in order to be effective. Each dimension represents a set of abilities which are crucial.

B. Program Design

From that three-dimensional ideal teacher, it is possible to discuss the type of program that can produce such a teacher. We need to remember that the prospective teacher is the principal client and input of the teacher preparation system at one level, who as a graduate becomes only one of a set of inputs to the school district system at a different level. (See Figure 3) The ultimate goal of the teacher preparation system is to produce a teacher able to function effectively in the receiving school district system. This fact makes imperative the need to work in close collaboration with the district in initiating the reforms described previously.

In this way, the teacher produced will be responsive to the programmatic emphases of the receiving district(s). Problems arise when the target community and the university are not jointly involved in the design and implementation of bilingual programs. The most typical example of such a dysfunction is the case of a teacher training institution producing, via an experimental program, teachers that may be excellent in terms of the criteria set for the experimental program, but who simply would not meet job role requirements of a heavily traditional school district. Such graduates tend to be labeled "too radical" or militant by districts. The current job market situation makes joint collaboration all the more essential. A similar example can be drawn about an overly traditional university.

Figure 2

Three-Dimensional Profile of the Ideal
Teacher in a Teacher Organized Center
for Multicultural Education

I. Personal Orientation
An effective teacher for a TOC/ME program demonstrates:

1. The belief that cultural diversity is a worthy national goal.
2. A respect for the culturally different child and the culture he brings to school.
3. The conviction that the culture a minority child brings to school is worth preserving and enriching.
4. An awareness that cultural and linguistic differences are positive, individual differences.
5. A commitment to enhance the minority child's positive self-image.
6. A positive self-concept of his/her ability to contribute to to a TOC/ME program.
7. A willingness to learn more about bicultural education.
8. A confidence in culturally different minority children and their ability to learn.
9. Flexible human relations.
10. A capacity to contribute and share ideas.

II. Professional Orientation
An effective teacher for a TOC/ME program demonstrates:

1. Competency and effective experience as a school teacher of culturally and linguistically different children.
2. A knowledge of areas related to bicultural and multicultural education: linguistics, reading, oral language assessment, etc.
3. Literacy in the minority language or dialect of the target population. (Facility in the language games used in teaching minority children).
4. A facility in applying modern approaches to the teaching of concepts, skills, and performances.
5. Ability and a resourcefulness in adapting materials to make them culturally relevant to the minority child.
6. A readiness to participate in team-teaching and other innovative staffing patterns.
7. An awareness of the implications of culture to learning.
8. A knowledge of the research in bicultural education and its relevance.
9. A willingness to work cooperatively with other adults (teacher aides, parents, community resource people, etc.) in a classroom setting.
10. A loyalty and a commitment to the objectives of the TOC/ME program approach.
11. An interest in seeking out additional innovative approaches in the continuing search for better ways to "reach" culturally different students in our public schools.

III. Community Orientation

An effective teacher for a TOC/ME program demonstrates:

1. A recognition of the legitimate role that parents have in the educative process.
2. A readiness to participate in a variety of the minority community activities.
3. A desire to involve minority parents and community residents in school-community programs.
4. A knowledge and understanding of the minority community and its dynamics.
5. A recognition that genuine community involvement in school related activities can be a positive asset rather than a liability.
6. A willingness to receive guidance and support from members of the minority community regarding the special needs of their children.
7. An organizational facility and skill in sponsoring community service projects and programs to benefit the target community.
8. (In short) A genuine sensitivity to the desires and needs of the target minority communities which his/her school serves.

SPECIAL NOTE: TOC/ME refers to Teacher Organized Center for Multicultural Education.

Teacher Candidate
Teacher Preparation Program
Ideal Teacher Graduate who possesses the personal, professional, and community skills and orientations
One of Multiple Inputs
School District Program

Figure 3

Basic Schematic Outline of the Teaching Training System

Although the program requirements can be conceptualized in numerous ways, it is useful to keep some base axioms in mind. The program should articulate closely the formal instruction and training activities with on-site field and student teaching experiences. Most of the instruction should occur on-site, and the on-site training needs to be the joint responsibility of the school district, the target community, as well as the university.

It is essential that such a program include a needed emphasis on oral language assessment techniques, bilingual multicultural instructional methodologies, analysis techniques for evaluating standard testing instruments, and applied psycholinguistic theories of bilingual education. This type of sub-component is crucial. Instruction should focus on the analysis of problems and issues faced by ethnolinguistic children in education and society. Students need to be able to understand the dynamics of majority-minority cultural relations and their impact on the educational environment of minority children. Teachers need to be able to look at themselves as members of their own cultural group and at other cultural group members as each possessing prescribed sets of aptitudes, styles, and values.

This requires that candidates receive sociocultural instruction from perspectives such as those of anthropology, sociology, psychology, linguistics, and history. Such an approach provides the depth and breadth essential to grasping the nuances of factors which determine ethnic minority student beliefs, behaviors, and feelings. In this way the full impact of the influence of the political and economic structures of society on linguistic minorities in this country can be full appreciated and understood, all of which are of central interest and importance to our prospective bilingual teachers.

In addition to these sociocultural aspects, the formal technical-professional, psycho-personal and field experiences also need to be organized in a manner that is consistent with the multicultural goals set for the program.

Stated more globally, typically, what's involved in reforming the system is effecting changes in: (1) the staffing pattern, (2) the ethnic and cultural composition of the student group in the program. What to do first, where to start, and how best to get there in effecting such reforms will of course vary across sites. There are no simple answers to this complex undertaking. What is apparent is that these are the things that we have to change and reform in order to produce effective bilingual teachers for a multicultural world.

An important central point to emphasize in the above description is that we need an uncompromising insistence on organizing a program based on noncompensatory assumptions. We must clearly reject the assimilationist tradition so prevalent in traditional programs and openly affirm that schools and universities must be oriented toward cultural enrichment of all children through programs rooted to the enhancement of cultural diversity. We must affirm that a culturally pluralistic bilingual approach offers the best alternative if we are truly serious about the need to produce teachers who understand, appreciate, and respect the intrinsic worth of the different types of children in our schools.

The reforms needed in public education to bring about genuine improvements will not come easily. They will require time, great sacrifice and effort, and a long range commitment to changing the real "meaning" of schools. Authentic changes require breaking out of the controls imposed by the current status quo.

THE MANAGEMENT OF REFORM AND CHANGE

The successful management of reform and change to institutionalize Bilingual programs in school districts and universities is absolutely essential. It is difficult to overemphasize the importance of this point. As would-be reformers, we need to be knowledgeable about the process of change, how universities funtion and what it takes to make our organizations move on the

the issue of Bilingual Education. I am convinced that the most important ingredient in the fashioning of successful strategies is a solid understanding of the nature of organizations and the primary importance of the effects of organizational norms and inertia caused by traditional role structures and vested interests. As Bushnell points out, it is so often the case that:

> Organizations shape and mold the behavior of individuals as much or more than those in the organization shape and mold the organization. Any comprehensive change strategy must be as ready to deal with institutional 'barriers' as it is with the defenses of individuals.[6]

The locus of power influences rests not on the individual but upon the intra- and inter-organizational pressures which surround him or her.

In planning our bilingual reforms, it is important to remember also that it isn't primarily the worth of the new ideas which automatically determine the success of an innovation. Certainly, it is fundamental that the program design be based on sound knowledge; however, other ingredients often are equally if not more important. As Bennis reminds us:

> Any significant change in human organization involves a re-arrangement of patterns of power, association, status, skills, and values. Some individuals and groups may benefit; others may lose. Some may view an anticipated change as 'threatening' and reject it, and others may view it as 'enhancing' and embrace it. In any case, change typically involves risk and fear.[7]

Understanding this about organization -- about universities -- is essential.

The elements most key in planning major organizational changes are: (1) a soundly conceived definition of the preferred new state of things, (2) an accurate analysis of external and internal pressures and constraints, (3) a core of competent professionals committed to the proposed changes, (4) an adequate resource base to carry out the reforms involved, (5) a genuinely supportive stance from top administrative levels, (6) viable link-up to existing role and normative structures, and (7) flexibility in implementing the planned changes. The ability to handle the impact of this confluence of

forces will determine the ability of an organization to succeed. Success in turn these days is pretty well determined by the ability to adapt in new directions.

Defining The Preferred New State

Successful reforms obviously must begin with a well defined conceptualization of the proposed innovation. Recognizing that there is a problem or a need for change is not enough. It is always the case that the burden of proof for reform is on those pushing proposals for the preferred new state of things.

Ideally, any proposal for change will be based on a careful assessment and inventory (in a diagnostic sense) of needs, a well defined set of objectives, and a clearly stated description of the proposed change. Insisting on an explicit statement of the new effort helps in a number of ways. It pushes those proposing the changes to relate in a systematic and comprehensive manner the problems in the situation with the proposed reform solution.

Analysis Of External and Internal Pressures

Understanding the impact of outside and inside pressures is crucial. The interaction among external and internal contextual factors predetermines whether an organization can succeed. Thus, the ability to handle the impact of outside as well as inside pressures is critically important.

This is certainly the case in states like California. Although it isn't possible to describe each in detail here, it is useful to outline the configuration of the external and internal pressure field which school districts and universities face. The principal external pressures school districts face are five: (1) The involvement of the courts in public education, (2) The steady flow of legislative mandates, (3) Federal, state, and local governmental initiatives intended to equalize educational opportunities for minority children,

(4) Teacher Organization Pressures, and (5) A general public negativeness toward public education.

The impact of these external factors has indeed been dramatic. However, the impact of internal contextual pressures is in many ways more powerful. The six internal contextual factors which influence most powerfully the direction of schools are: (1) An inadequate resource base to do what needs to be done, (2) The ongoing reward system which emphasizes overly traditional approaches to the education of minority kids, (3) The prevailing culture of schools which strongly emphasizes the self actualization or personal needs of teachers rather than programmatic goals at a time when it is crucial to adapt and change, (4) The goal and problem displacement phenomena in schools, (5) Lack of a widespread commitment on the part of teachers and school site administrators to new federal programs, and (6) Teacher and principal resistance to affirmative action.

A similar analysis can be made about the external and internal pressures on universities and their efforts to support the Bilingual Education movement. The interactive impact of these often countervailing forces affects virtually all aspects of current operations in universities and school districts. We need to recognize and make that pressure field work for us in leveraging the reforms needed.

The Core of Competent Professionals

Without a core of competent professionals genuinely committed to Bilingual reforms, the prospects for effecting major changes are remote indeed. This core needs to be supported and kept together for a "long enough" period of time. Special and continuous efforts need to be made at various stages to ensure that they are enabled to work out both the programmatic conceptual issues involved as well as the implementation problems encountered.

Major reforms typically require no less than five years to institutionalize. Building such a core, keeping them together and fully energized is of central importance. The viability of any proposal for change is only as good as the people behind it.

Adequate Resource Base

Without belaboring the obvious, it is important to note that programmatic reforms along Bilingual Education lines require new or the reallocation of existing resources. The availability of external state and federal monies is key. Particularly at the outset the necessity to ensure adequate resources to launch the initiation phase of the reform effort is most important. Ultimately, this will require an adequate commitment of faculty, supplies, and facilities resources. Given current realities, this is no easy commitment to ensure.

Supportive Administration

A genuinely supportive stance on the part of key line administrators toward the proposed innovation is of course necessary. However, just as important is the general posture of higher level administrators toward change. In short, the degree to which the organizational climate reflects a commitment to adapt and change to new circumstances.

Without a fairly open climate, the task of carrying out a major reform becomes tremendously difficult. In addition to securing the support of line administrators and central administration, it is important to have widespread internal support. Site administrators need to be convinced of the desirability of the proposed reforms. The degree to which particular internal units are actually involved will, of course, vary with the nature of the innovation. Obtaining needed support from the different internal levels is basic because they control the flow of information and teacher and faculty resources.

Viable Link-up to Existing Structure

How to link the proposed reform to the ongoing role and norm structure is another difficult but very central issue. Unless the programmatic changes are incorporated as part of the base organizational structure, the reform will be short-lived. Lasting changes require structural and normative accommodation.

There are no easy recipes on how to achieve this viable link-up. Each organization and proposed change requires strategies uniquely appropriate to the occasion. What is constant here, too, is the need to somehow fashion an effective way to develop the necessary widespread support for the new effort.

Need for a Flexible Implementation Strategy

One of the most common mistakes made by overly zealous reformers is the maintenance of an overly rigid stance as regards the implementation of the proposed innovation. It is always important to keep in mind that the development of a feeling of ownership -- or at least a feeling of identification with the new state of things -- on the part of an organization's members is important and necessary. As in the case of linking the reform to the existing structure, there are no easy recipes for accomplishing this.

And finally, one last point to keep in mind is that no matter how sound the planned change or how hard we work to implement, sometimes even heroic efforts aren't enough. Mathew Miles explains that there is:

> . . . an important, but often-overlooked aspect of what is being said and done about planned change: the notion that any particular planned change effort is deeply conditioned by the state of the system in which it takes place.[8]

It is a sobering thought to realize that with some organizations we really "cannot get there from here" with certain proposals for change.

CLOSING COMMENTS

In closing, I want to reemphasize that the issue of pushing changes for the better in Bilingual Education is indeed an organizational reform as

as well as a pedagogical matter. And although the battle ahead is indeed a difficult one, I am tremendously optimistic regarding the future of Bilingual Education in America. However, we must give careful thought and take great care that our advocacy efforts be well organized and carefully thought out. I am convinced that educational researchers have a key role to play in helping to forge the bold new directions which this movement represents, and which in the long run is going to be most important, not only for the browns and other language minorities, but for all kids of this country.

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